

# MISSOURI ALL-HAZARD EMERGENCY PLANNING GUIDANCE



Prepared by the

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# **MISSOURI ALL-HAZARD EMERGENCY PLANNING GUIDANCE**

## **Preface**

This “Missouri All-Hazard Emergency Planning Guidance” was created by the State of Emergency Management Agency (SEMA) to assist jurisdictions develop and maintain their local all-hazard emergency operations plans (EOPs). This guidance is not all-inclusive and will be revised by SEMA as necessary.

This guidance is consistent with the Federal Emergency Management Agency’s (FEMA) “Developing and Maintaining Emergency Operations Plans” Comprehensive Preparedness Guide (CPG) 101, Version 2.0 and Integrating NIMS into Local/Tribal EOPs and SOPs, Version 1.0.

The information in this guide complements the State of Missouri’s Emergency Operations Plan (SEOP), and the National Response Framework (NRF). National Incident Management System (NIMS) standards provided to date have been incorporated, and NIMS standards currently under development by the NIMS Integration Center (NIC) will be incorporated in future revisions.

## **Purpose**

This guidance is provided to assist local jurisdictions develop EOPs that meet fundamental planning requirements and NIMS planning standards. The planning items specified in this guidance are the minimum elements SEMA recommends be included in all EOPs. Additional items can be included in the EOP, but these are left to the discretion of the jurisdiction. This document will be used as SEMA’s standard measuring tool when assisting jurisdictions in updating their EOPs.

## **Intended Users**

This document is designed to be used by local jurisdictions involved in emergency planning. However, other entities/facilities (i.e., colleges, schools, hospitals, nursing homes, businesses, etc.) may use this guidance to supplement, but not replace any specialized planning guidelines or mandates they are required to address.

## **Significant Changes**

In March 2004, The Secretary for Homeland Security approved the NIMS as the structure and mechanism for integrating federal prevention, preparedness, response, recovery, and mitigation activities with State and local governments. The key element of the NIMS is adoption and use of the Incident Command System (ICS) when responding to and recovering from emergencies. The All-Hazards Planning Guidance emphasizes the use of the Incident Command (IC) and Unified Command (UC) principles. Other key NIMS provisions include resource typing and a glossary/list of acronyms.

Other elements of this guidance have been updated as required to account for changes in planning priorities, policies, and guidelines.

### **Other Highlights**

This guidance includes the nine (9) “shall” items required to meet the hazardous materials planning mandate of Superfund Amendment Reauthorization Act (SARA), Title III, Section 303. These nine items are identified in the Hazardous Materials section of this guidance (Annex H).

There are two options a local jurisdiction has regarding its hazardous materials response plan and its all-hazard EOP. The jurisdiction – through its Local Emergency Planning Committee (LEPC) – can develop a stand-alone hazardous materials plan that is not part of the all-hazard EOP, or they can develop a hazardous materials plan that is an actual annex to the all-hazard EOP.

The radiological incident information includes any type of radiological incident. However, nuclear power plant planning requirements are not included in this document because those plans are developed separately from the EOPs for counties which surround the Cooper Nuclear Station and the Callaway Nuclear Power Plant.

If a jurisdiction develops a stand-alone hazardous materials plan, only the radiological portion would be included in the Hazardous Materials Annex (see below, “Plan Development”), but a reference to the stand-alone plan would be made in the all-hazard plan. However, should the jurisdiction decide to include an annex in the EOP as its hazardous materials plan, the radiological incident information would be included as an appendix.

### **Plan Development**

SEMA recommends that a team-approach be used when developing and revising the EOP. This gives everyone the opportunity to resolve major policy and procedural differences and input recommended changes to the EOP before an incident occurs. The result will be a coordinated EOP that accurately reflects the policies and procedures in each team member’s area of responsibility.

### **Plan Format**

SEMA recommends jurisdictions develop all-hazard functional EOPs that can be implemented during any emergency or disaster (i.e., tornado, earthquake, flood, terrorism event, etc.), rather than developing separate plans for each hazard. In addition to the basic plan and annexes, SEMA recommends the EOP include a preface that includes a promulgation statement by the appropriate local governing body adopting the plan. A functional EOP is built around the basic plan, which includes the hazard analysis and defines the core policies, functions, tasks to be performed, and

legal basis of the plan, and annexes that further develop the operational and administrative guidelines needed to effectively execute each function. Three annexes, the Hazardous Materials Annex, the Terrorism Annex, and the Catastrophic Event (Earthquake) Annex are the only three exceptions to this format. These are hazard-specific annexes that SEMA recommends be included to ensure the legal requirements of SARA Title III for hazardous materials response are met, the complex direction, control, and coordination systems required during a terrorism incident are adequately covered, and the operational concepts unique to catastrophic incident planning and response are addressed. SEMA recommends the EOP include, at a minimum, the following annexes:

Direction and Control: Defines the policies and describes the systems used by the jurisdiction to facilitate incident command and management operations, including ICS, multi-agency coordination systems and protocols for multi-jurisdictional coordination. Emergency Operations Center (EOC), alternate EOC, mobile EOC and command post procedures are discussed, including methods used to collect, display and disseminate emergency management information for decision-making purposes.

Communications and Warning: Describes the primary and alternate methods for establishing, using, maintaining and augmenting all communication and warning systems used by the jurisdiction in emergency/disaster situations. This includes systems used to disseminate timely hazard warnings to the general public.

Emergency Public Information: Describes the public information systems used to provide timely, accurate, easy-to-understand and consistent incident information to the public. This includes Joint Information Center (JIC) operations during a major disaster and general policies regarding media relations.

Damage Assessment: Addresses the procedures used for performing effective damage assessments (i.e., collecting, distributing, and analyzing damage information). It may also include a description of the various types of disaster assistance that could become available to the jurisdiction and the procedures for obtaining such assistance.

Law Enforcement: Describes the policies and procedures for providing safety and security to citizens during emergencies outside the scope of day-to-day response and during man-made or natural disasters. Discusses how federal and state law enforcement assets integrate into the Unified Command structure during a response to terrorism. Identifies law enforcement resources including special teams. Describes any mutual aid agreements in effect.

Fire and Rescue: Addresses the procedures and resources required to provide fire prevention and firefighting capabilities during emergencies outside the scope of day-to-day response and during man-made or natural disasters. Identifies local search and rescue capabilities and the protocols for requesting regional, state, or national assets. Describes local IC guidelines and any mutual aid agreements in effect. Identifies special resources available for terrorism response.

Resource and Supply: Describes how personnel (including volunteers), equipment, supplies, facilities and services are acquired and coordinated during an emergency/disaster. Defines procedures and policies for receiving, storing, distributing and tracking of all resources and supplies including donations.

Hazardous Materials: A hazard specific annex that serves as the jurisdiction's hazardous materials response plan to meet the requirements of Federal Public Law 99-499, SARA Title III. Alternately, this annex references the jurisdiction's stand-alone hazardous materials incident response plan. Includes an appendix addressing the procedures and resources available for responding to a radiological incident.

Public Works: Addresses the policies and procedures for repairing and restoring essential public facilities and services following a major emergency or disaster, including critically important utilities that may be under the control of private business. Of particular importance are debris removal, safety inspections of damaged structures and the restoration of essential utility services.

Evacuation: Identifies the authority and policy for relocating people to safe areas when an emergency or disaster dictates such action. Identifies areas that may require evacuation based on the jurisdiction's hazard analysis. Identifies evacuation routes, safe destinations, modes of evacuation, and procedures for evacuating populations in need of access and functional needs support services. Describes protocols and agreements in place with surrounding jurisdictions to facilitate the safe movement of people out of the affected area.

In-Place Shelter: Defines in-place shelter and identifies the conditions under which it is instituted. Identifies the authority and policy for activating in-place shelter protocols, including the dissemination of essential public information through the procedures outlined in the Emergency Public Information Annex.

Reception and Care: Identifies the local government agency responsible for ensuring the sheltering and feeding of displaced people during a major emergency or disaster. Describes pre-arranged agreements and protocols with volunteer agencies and other agencies to assist with this function. Identifies pre-arranged shelters and provides key facility information. Describes policies and procedures for care of household pets and service animals affected by a disaster.

Health and Medical: Addresses policies and procedures for providing medical care outside the scope of day-to-day emergency response and during man-made or natural disasters. Describes procedures for augmenting and mobilizing medical resources, including those that would be required for mass casualty situations. Generally describes the role and authority of local public health in planning, responding and recovering from a bio-terrorism incident referring to other plans and protocols as required.

**Terrorism**: A hazard specific annex that defines the roles and responsibilities of local agencies to prevent, prepare for, respond to and recover from a terrorism incident. Discusses federal, state and local policies including how resources at all levels of government and the private sector will integrate operations under the Unified Command system. Identifies the protocols and procedures for requesting State and federal assets.

**Catastrophic Event (Earthquake)**: A hazard specific annex that provides operational concepts unique to catastrophic event planning and response, and assigns responsibilities to meet needs of local jurisdictions. Defines the roles and responsibilities of local jurisdictions to prepare for, respond to and recover from a catastrophic event (earthquake). Discusses state policies including response tiers and how resources will integrate operations under the local and state Unified Command structures.

These annexes are not all-inclusive, and some of the combined functions could be developed as separate annexes (i.e., Communications, Warning). A suggested format for each annex would include the following sections:

- I. Purpose
- II. Situation and Assumptions
- III. Concept of Operations
- IV. Organization and Assignment Responsibilities
- V. Direction and Control
- VI. Continuity of Government
- VII. Administration and Logistics
- VIII. Annex Development and Maintenance
- IX. Appendices

In addition, Standard Operating Procedures (SOP) and Standard Operating Guides (SOG) are separate documents that support the plan with additional information and should be referenced in the plan.

### **Plan Maintenance**

SEMA recommends the EOP be reviewed and updated at least annually, to include the formal adoption of the revised plan by the appropriate jurisdictional governing body. Contact SEMA for assistance in obtaining any documents and materials you may need. A copy of the revised plan (hard copy and electronic format) should be provided to SEMA's Area Coordinator for your region. Additionally, jurisdictions are encouraged to conduct, at a minimum, one tabletop exercise each year to verify the policies and procedures in their plan. This is an effective method for identifying required changes to the EOP as part of the revision process.



## **Authorities and References**

Federal Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended

Federal Public Law 99-499, SARA, Title III

Homeland Security Presidential Directive (HSPD) – 5, Management of Domestic Incidents, dated February 28, 2003.

Homeland Security Presidential Directive (HSPD) – 7, Critical Infrastructure Identification, Prioritization, and Protection, dated December 17, 2003.

Homeland Security Presidential Directive (HSPD) – 8, National Preparedness, dated December 17, 2003.

Homeland Security Presidential Directive (HSPD) – 9, Defense of United State Agriculture and Food, dated January 30, 2004.

National Incident Management System (NIMS), March 1, 2004

National Response Framework (as amended)

FEMA's Comprehensive Preparedness Guide 101 (CPG 101): Developing and Maintaining Emergency Plans, Version 2.0

Target Capabilities List: Version 1.1, April 6, 2005

Revised Statutes of Missouri, Chapter 44, as amended

Revised Statutes of Missouri, Chapter 292, Sections 600-625, "Community Right to Know"

Missouri Code of State Regulations, Title 11, Division 40, Chapter 4, "General Organization of the MERC"

County Court orders, local ordinances, and NIMS Resolution

Executive Order 05-42, establishes the NIMS as the standard for emergency incident management in the State of Missouri

FEMA's "Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters"

New Madrid Seismic Zone Earthquake Joint State of Missouri and FEMA Region VII Response Operations Plan, Interim, January 3, 2011

## MISSOURI ALL-HAZARD EMERGENCY PLANNING CHECKLIST

This checklist should be used to develop or update an EOP so that a jurisdiction can identify those essential planning items it should include in its plan. It should also be used to determine if the jurisdiction's EOP meets SEMA's recommended basic emergency planning guidelines.

To complete the checklist, identify the location in the EOP where each planning item can be found. Write this location information on the blank line next to that particular planning item. (For example, if the item can be found in the Basic Plan, Situation and Assumptions, state this or use an outline format (i.e., Basic Plan, II, A, 1). If the item is contained in an appendix or attachment to the basic plan/annex, simply state "Annex C, Appendix 3, Attachment A." Page numbers may also be used when identifying the locations of these items.) A few items may not be applicable to all jurisdictions. In these cases, write "NA" on the line next to the item.

Should there be a need to reference a document to satisfy the planning item, simply indicate where this document can be found. (For example, when referencing a public works' resource list, which is maintained in the Public Works Director's office, state, "On file in Public Works Director's office.")

The planning items in this guide are listed under a specific annex or section of the EOP; however, these items can be located in other parts of the plan and still satisfy the intent of the guide. The best locations for these items should be determined by the jurisdiction.

### **Preface**

1. \_\_\_\_\_ Includes a promulgation statement or other enabling local government document. (See Tab C – Attorney General's Opinion)
2. \_\_\_\_\_ Includes a table of contents.
3. \_\_\_\_\_ Includes a record of changes.
4. \_\_\_\_\_ Includes a glossary of terms. (Consistent with LEOP and NIMS standards when applicable.)
5. \_\_\_\_\_ Includes an EOP distribution list.
6. \_\_\_\_\_ Lists of acronyms (spell out). (Consistent with LEOP and NIMS standard when applicable.)

## **Basic Plan**

1. \_\_\_\_\_ Provides the purpose and scope of the plan, including emergency management goals.
2. \_\_\_\_\_ Includes a hazard analysis that details each hazard and its potential impact on the jurisdiction. (Include maps when appropriate.) Recommend using existing hazard analysis as a baseline.
3. \_\_\_\_\_ Defines the geographic, physical, and demographic characteristics of the jurisdiction.
4. \_\_\_\_\_ Identifies and defines the time frames for performing emergency management activities.
5. \_\_\_\_\_ Identifies those agencies/departments with essential records and the means of protecting these records from the identified hazards.
6. \_\_\_\_\_ Lists the line of succession (three-deep recommended) for the chief elected official and the emergency management director.
7. \_\_\_\_\_ Identifies the authorities/emergency powers/responsibilities of the chief elected official and the circumstances when this authority is delegated by court order or ordinance.
8. \_\_\_\_\_ Explains the purposes of the different parts of the EOP (i.e., basic plan, annexes, appendices).
9. \_\_\_\_\_ Identifies by position title the individual responsible for implementing and activating the EOP.
10. \_\_\_\_\_ Identifies the criteria for activating the EOP.
11. \_\_\_\_\_ Identifies by position title the individual responsible for maintaining and revising the EOP.
12. \_\_\_\_\_ Provides or references the legal basis for the EOP and the local emergency management organization.
13. \_\_\_\_\_ References guidance documents, local and regional response protocols, mutual aid agreements, the hazardous materials plan (if a stand-alone plan), and any other plans that are key to the effective use of the EOP.

14. \_\_\_\_\_ Includes an emergency management organizational diagram by function.
15. \_\_\_\_\_ Includes a Primary and Supporting Role Chart (P & S Chart) designating those individuals (by position) responsible for executing the functions listed in the plan. Tasks those with primary roles to develop standard guidelines and procedures for each function.
16. \_\_\_\_\_ Describes the jurisdictions emergency classification levels.
17. \_\_\_\_\_ Includes procedures for requesting state and federal assistance (appendix recommended).
18. \_\_\_\_\_ Describes how all individuals and agencies assigned EOP responsibilities are made aware of their responsibilities (recommend a signed review and acknowledgement form).
19. \_\_\_\_\_ Complies with ICS and NIMS standards for incident management.

#### **Annex A – Direction and Control**

1. \_\_\_\_\_ Identifies the individual by position (including line of succession) who is responsible for direction and control activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Identifies the primary and alternate EOCs including the mobile EOC (if applicable) and include maps as appropriate.
3. \_\_\_\_\_ Describes primary and back-up power sources for the EOCs, including type of fuel.
4. \_\_\_\_\_ Lists by position title (including line of succession) those functional coordinators that would be called in to staff the EOC (appendix recommended or referenced).
5. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for notifying EOC staff to report to the EOC.
6. \_\_\_\_\_ Includes a significant events log format (appendix recommended).
7. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for managing and maintaining the EOC.

8. \_\_\_\_\_ Describes the Incident Command/Unified Command System to be used by the jurisdiction and how they interface with the local EOC.
9. \_\_\_\_\_ Lists the tasks that would be performed by this function (consistent with the P & S Chart in the Basic Plan).
10. \_\_\_\_\_ Describes methods for collecting and disseminating information among response organizations, the EOC staff, state, and federal agencies.
11. \_\_\_\_\_ References local and regional protocols related to this function.

### **Annex B – Communications and Warning**

1. \_\_\_\_\_ Identifies by position (including line of succession) the individual responsible for coordinating **communications activities** (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Lists, or reference where the list is located, the radio frequencies available to the jurisdiction and the primary use of each (appendix recommended).
3. \_\_\_\_\_ Describes the communications capabilities of the primary, alternate, and mobile EOCs, including dispatching capabilities, National Warning System (NAWAS) points, Missouri Uniform Law Enforcement System (MULES) terminals, telephone lines, base stations, hand-helds, cellular phones, etc. (appendix recommended).
4. \_\_\_\_\_ Describes interoperable communications capabilities (appendix recommended).
5. \_\_\_\_\_ Includes a message form and communications log format (appendix recommended).
6. \_\_\_\_\_ Identifies by position (including line of succession) the individual responsible for coordinating **warning activities** (consistent with the P & S Chart in the Basic Plan)
7. \_\_\_\_\_ Lists the warning devices used by the jurisdiction (outdoor sirens, tone-activated receivers, cable-interrupt, etc.) (appendix recommended).

8. \_\_\_\_\_ Identifies who has the authority to activate the warning devices and how these devices are activated.
9. \_\_\_\_\_ Describes weather spotter procedures (appendix recommended).
10. \_\_\_\_\_ Provides emergency telephone warning notification call-down lists or reference where the list is located (appendix recommended).
11. \_\_\_\_\_ Describes any special emergency warning procedures (ex. Reverse 911, etc.).
12. \_\_\_\_\_ Describes secondary methods of communication (i.e., Military Affiliate Radio System (MARS), Radio Amateur Civil Emergency Services (RACES), Amateur Radio Emergency Services (ARES), amateur operators, etc.) available and how they are accessed (appendix recommended).
13. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).
14. \_\_\_\_\_ Lists the primary and local Emergency Alert System (EAS) television and radio stations (appendix recommended).
15. \_\_\_\_\_ Describes procedures for protecting EOC, alternate EOC and mobile EOC communications capabilities from the effects of the disaster.
16. \_\_\_\_\_ References local and regional protocols related to these functions.

### **Annex C – Emergency Public Information**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual designated as the jurisdiction's official PIO responsible for coordinating all emergency public information activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Describes how emergency information will be translated and provided to limited English proficiency populations and/or non-English speaking populations.
3. \_\_\_\_\_ Explains the procedures for notifying persons with access and functional needs.

4. \_\_\_\_\_ Lists the radio stations, television stations, and newspapers serving the jurisdiction, including contact numbers (appendix recommended).
5. \_\_\_\_\_ Establishes a procedure for providing ongoing essential emergency education and disaster information to the public.
6. \_\_\_\_\_ Describes how public inquiries are handled (i.e., toll free number, social media, etc.).
7. \_\_\_\_\_ Describes procedures for establishing a local JIC during major emergencies or disasters to coordinate emergency public information.
8. \_\_\_\_\_ Provides the policy for coordinating news releases with other jurisdictions and agencies from all levels of government during a major emergency or disaster.
9. \_\_\_\_\_ Identifies by position title (including line of succession) those individuals who will represent the jurisdiction at the federal JIC during a terrorist incident.
10. \_\_\_\_\_ Provides pre-developed news releases for the hazards, which could affect the jurisdiction (appendix recommended).
11. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).
12. \_\_\_\_\_ References local and regional protocols related to these functions.

#### **Annex D – Damage Assessment**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for coordinating damage assessment (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Describes how damage assessment information is collected, disseminated, and displayed in the EOC.
3. \_\_\_\_\_ Provides procedures for coordinating and managing the damage assessment effort in the field.
4. \_\_\_\_\_ Describes how damage information on critical facilities (i.e., hospitals, EOC, reception and care centers, etc.) is collected and disseminated.

5. \_\_\_\_\_ Summarizes the types of disaster assistance that may be available and the procedures for requesting it (i.e. Public Assistance, Individual Assistance, SBA).
6. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).
7. \_\_\_\_\_ Defines procedures for providing initial and follow-up damage assessment information to SEMA (appendix recommended).
8. \_\_\_\_\_ Generally describes the disaster declaration process from the local level through the federal level including the jurisdictions policy and procedure for declaring a local emergency (appendix recommended).

#### **Annex E – Law Enforcement**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for coordinating law enforcement activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Identifies responsibilities for controlling access to and from incident sites (reference SOP/SOG if applicable).
3. \_\_\_\_\_ Identifies the agency that has the primary security responsibility for the EOC, shelters, staging areas, Strategic National Stockpile (SNS) distribution sites, and other sites critical to the incident response and recovery effort.
4. \_\_\_\_\_ Describes or references plans for evacuating and transferring custody of prisoners if required.
5. \_\_\_\_\_ Provides a call-up list of personnel or references where this list is located (appendix recommended).
6. \_\_\_\_\_ Lists personnel, vehicles, and equipment available to the law enforcement agencies serving the jurisdiction or references where this list is located (appendix recommended).
7. \_\_\_\_\_ Lists any mutual aid agreements maintained with outside law enforcement agencies (appendix recommended).
8. \_\_\_\_\_ Provides contact numbers, or references where the list is located, for other local and state law enforcement agencies that may be able to provide assistance (appendix recommended).



9. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).
10. \_\_\_\_\_ Identifies by position title (including line of succession, if applicable) a local law enforcement representative to report to the federal Joint Operations Center (JOC) (when established).
11. \_\_\_\_\_ References local plans or identifies commitments for protecting essential infrastructure when National Terrorism Advisory System levels change.
12. \_\_\_\_\_ References local and regional protocols related to these functions.

### **Annex F – Fire & Rescue**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for coordinating all fire activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Identifies by position (including line of succession) the individual responsible for coordinating search and rescue activities.
3. \_\_\_\_\_ Lists and describes the capabilities of fire and rescue resources including any special resources or teams for terrorist incident response (appendix recommended).
4. \_\_\_\_\_ Provides fire and rescue call-up rosters or reference where these rosters are located (appendix recommended).
5. \_\_\_\_\_ Lists mutual aid agreements with other fire and rescue organizations and references the State of Missouri Mutual Aid System (appendix recommended).
6. \_\_\_\_\_ Lists and provides contact numbers with surrounding fire and rescue organizations (appendix recommended).
7. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).
8. \_\_\_\_\_ References local and regional protocols related to these functions.

## **Annex G – Resource & Supply**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for coordinating resource and supply activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Identifies the transportation resources to be used to assist with evacuations including specially equipped vehicles for individuals with access and functional needs (appendix recommended).
3. \_\_\_\_\_ Lists and describes the emergency resources that are available to the jurisdiction, including the name of the provider and contact numbers (appendices recommended).
4. \_\_\_\_\_ Describes the delivery, inventory, distribution system used to manage supplies received and dispensed during the disaster.
5. \_\_\_\_\_ Designates staging areas and mobilization centers where resources can be stored for distribution (appendix recommended to include maps as appropriate).
6. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).
7. \_\_\_\_\_ Sets policies and provides procedures for the management of donated goods (appendix recommended).
8. \_\_\_\_\_ Sets policies and provides procedures for coordinating with volunteer agencies and managing volunteers (appendix recommended).
9. \_\_\_\_\_ Ensures that a record of all expenses incurred because of the disaster is maintained and provides procedures for collecting bills and other required documentation throughout the response and recovery period.
10. \_\_\_\_\_ References and describes any mutual aid agreements, Memorandums of Understanding (MOUs), standby contracts.
11. \_\_\_\_\_ Identifies or references any special licensing or certification requirements for responders from outside the jurisdiction.
12. \_\_\_\_\_ Addresses NIMS resource typing initiative (appendix recommended).
13. \_\_\_\_\_ Establishes the policy and procedure for activating accelerated procurement procedures (appendix recommended).

## **Annex H – Hazardous Materials**

The first nine (9) items are the “shall” items from Federal Public Law 99-499, SARA Title III, 303 as revised.

1. \_\_\_\_\_ Lists the facilities in the jurisdiction required to report extremely hazardous materials in accordance with SARA Title III, Section 303. Identifies likely routes used for transporting substances on the list of extremely hazardous substances referred to in SARA Title III, Section 302(a). Lists additional facilities contributing or subjected to additional risk due to their proximity to facilities subject to the requirements of this subtitle, such as hospitals or natural gas facilities.
2. \_\_\_\_\_ Describes the methods and procedures to be followed by facility owners and operators and local emergency and medical personnel to respond to any release of such substances.
3. \_\_\_\_\_ Designates a community emergency coordinator and facility emergency coordinators, who shall make decisions necessary to implement the hazardous materials response plan.
4. \_\_\_\_\_ Provides procedures for reliable, effective, and timely notification by the facility emergency coordinators and the community emergency coordinator to persons designated in the hazardous materials response plan, and to the public, that a release has occurred (consistent with the emergency notification requirements of SARA Title III, Section 304).
5. \_\_\_\_\_ Describes methods for determining the occurrence of a release, and the area or population likely to be affected by such a release.
6. \_\_\_\_\_ Describes emergency equipment and facilities in the community and at each facility in the community subject to the provisions of SARA Title III, and an identification of the persons responsible for such equipment and facilities.
7. \_\_\_\_\_ Describes evacuation plans, including provisions for a precautionary evacuation and alternative traffic routes.
8. \_\_\_\_\_ Describes the hazardous materials response training program, including where ongoing training schedules for local emergency response and medical personnel are located.

9. \_\_\_\_\_ Describes the methods and procedures for exercising the hazardous materials response plan including where schedules of ongoing exercises are located.
10. \_\_\_\_\_ References the policies and protocols related to hazardous materials response.
11. \_\_\_\_\_ Identifies medical facilities capable of treating contaminated patients (appendix recommended).
12. \_\_\_\_\_ Identifies emergency medical services trained to treat contaminated patients (appendix recommended).

The following items should be included in a Radiological Appendix:

13. \_\_\_\_\_ Identifies trained/certified volunteer agencies involved in radiological response activities.
14. \_\_\_\_\_ Identifies the external agencies available to support a radiological response (private, state, and federal).
15. \_\_\_\_\_ Identifies radiological equipment kit configurations and explains the purpose and use of each type of kit.

#### **Annex I – Public Works**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for coordinating all public works activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Describes how public works personnel assist in damage assessment (if applicable).
3. \_\_\_\_\_ Establishes policy and procedures for clearing debris (appendix recommended).
4. \_\_\_\_\_ Provides or references a call-up list of public works personnel, including telephone numbers (appendix recommended).
5. \_\_\_\_\_ Lists the agencies and private industries responsible for providing water, electricity, natural gas, sewer, and sanitation services to the jurisdiction, including telephone numbers (appendix recommended).

6. \_\_\_\_\_ Lists and describes the capabilities of the resources available from all of the jurisdiction's public works services (appendix recommended).
7. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).
8. \_\_\_\_\_ References local and regional protocols related to these functions.

## **Annex J – Evacuation**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for coordinating evacuation activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Identifies by position the individual responsible for ordering an evacuation.
3. \_\_\_\_\_ Identifies pre-determined evacuation routes (appendix recommended).
4. \_\_\_\_\_ Establishes procedures for providing public transportation assistance (including populations in need of access and functional needs support services).
5. \_\_\_\_\_ Establishes procedures for coordinating evacuation plans with the PIO and with the Reception and Care Coordinator.
6. \_\_\_\_\_ Includes a log form to document persons in the affected area contacted, when, and by whom (appendix recommended).
7. \_\_\_\_\_ Identifies populations in need of access and functional needs support services requiring assistance during an evacuation and facilities where they are located (i.e., hospitals, nursing homes, schools, day care centers, and facilities that serve populations with access and functional needs) (appendix recommended).
8. \_\_\_\_\_ Designates potential staging areas for persons requiring transportation (appendix recommended).
9. \_\_\_\_\_ Lists the tasks to be performed by the function (consistent with the P & S Chart in the Basic Plan).
10. \_\_\_\_\_ References and describes any local and regional protocols or mutual aid agreements related to this function.

### **Annex K – In-Place Shelter**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for coordinating all in-place shelter activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Coordinates the release of in-place shelter instructions with the PIO.
3. \_\_\_\_\_ Identifies hazards which could require in-place sheltering.
4. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).
5. \_\_\_\_\_ References local and regional protocols related to this function.

### **Annex L – Reception & Care**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual under the authority of the jurisdiction responsible for coordinating reception and care planning and activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Identifies the hazards which could require reception and care operations.
3. \_\_\_\_\_ Develop mass care capabilities sufficient to meet the needs of the jurisdiction's population (shelter, feeding, etc). The goal to strive for is to develop capabilities for 25% of the jurisdiction's population.
4. \_\_\_\_\_ Lists the shelters available for: 1) residents displaced by disaster including populations in need of access and functional needs support services, 2) displaced persons from outside the jurisdiction, and 3) disaster responders (appendix recommended).
5. \_\_\_\_\_ Coordinates reception and care activities with the PIO and the Evacuation Coordinator.
6. \_\_\_\_\_ Identifies facilities and resources available for pet/animal shelters and describes the agreements with the owners of these facilities/resources.

7. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).
8. \_\_\_\_\_ Identifies volunteer agencies, including their training levels, capabilities and resources, which can assist with reception and care activities; include American Red Cross zone lead units and the local Family Support Division county office.
9. \_\_\_\_\_ References and describes any local and regional protocols or mutual aid agreements related to this function.

#### **Annex M – Health & Medical**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible for coordinating all health and medical activities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Identifies the Local Public Health Administrator and defines his/her responsibility for providing public health services including planning, response, and recovery during a public health emergency, regardless, of cause (consistent with the P & S Chart in the Basic Plan).
3. \_\_\_\_\_ Identifies who will provide mental health services for disaster victims and workers to include short and long term recovery requirements.
4. \_\_\_\_\_ Identifies by position title the individual responsible for coordinating mass fatality operations.
5. \_\_\_\_\_ Lists the Local, State, and Federal organizations/resources that can assist with mass fatality operations (appendix recommended).
6. \_\_\_\_\_ Lists the hospitals, clinics, ambulance services, health departments, counselors, coroner/medical examiner, funeral homes, and veterinary clinics serving the jurisdiction.
7. \_\_\_\_\_ References mutual aid agreements, regional response protocols, or other agreements related to this function.
8. \_\_\_\_\_ Lists the tasks to be performed by this function (consistent with the P & S Chart in the Basic Plan).

## **Annex N – Terrorism**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible to coordinate terrorism incident preparation, response, and recovery actions with other jurisdictions and agencies with similar terrorism incident responsibilities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Lists the tasks to be performed to address this hazard and identifies who (by position) is responsible for these tasks (consistent with the P & S Chart in the Basic Plan).
3. \_\_\_\_\_ Describes the local (Unified Command) structure that will be used during a response to a terrorism incident including how state and federal resources will be integrated into the structure.
4. \_\_\_\_\_ References (if applicable) the Local Public Health Agency (LPHA) bio-terrorism plan, agro-terrorism plan, and any local essential infrastructure plans and describes how direction, control, and communication functions are coordinated when these plans and the EOP are activated in response to the same or related terrorist incident (appendix recommended).
5. \_\_\_\_\_ Describes the National Terrorism Advisory System including any local or regional modifications adopted by the jurisdiction.
6. \_\_\_\_\_ Identifies the local representation to the federal JOC when established.
7. \_\_\_\_\_ References any local or regional plans or protocols, mutual aid agreements, MOUs or other agreements related to the jurisdictions efforts to respond to and recover from a terrorist incident.
8. \_\_\_\_\_ Lists and provides contact numbers, or references where list is located, for private, local, state, or federal specialized assets that can assist the jurisdiction during a terrorist incident or references where this list is located (appendix recommended).
9. \_\_\_\_\_ References or describes any special law enforcement operations procedures/guidelines that will be followed in a terrorist incident.
10. \_\_\_\_\_ Identifies specialized local, state, and federal law enforcement resources available to assist in a terrorist incident, including how to request these resources (appendix recommended).



## **Annex O – Catastrophic Event (Earthquake)**

1. \_\_\_\_\_ Identifies by position title (including line of succession) the individual responsible to coordinate catastrophic event preparation, response, and recovery actions with other jurisdictions and agencies with similar catastrophic event responsibilities (consistent with the P & S Chart in the Basic Plan).
2. \_\_\_\_\_ Lists the tasks to be performed to address this function and identifies who (by position) is responsible for these tasks (consistent with the P & S Chart in the Basic Plan).
3. \_\_\_\_\_ Generally describes the overall Response Concept including any local or regional modifications adopted by the jurisdiction (i.e., Tiers, etc.) (appendix recommended)
4. \_\_\_\_\_ Describes the local Unified Command structure that will be used during a response to a catastrophic event including how state and federal resources will be integrated into the structure. (appendix recommended)
5. \_\_\_\_\_ Identifies the procedures for activating or requesting Damage Assessment. (Also see Annex D of LEOP).
6. \_\_\_\_\_ Describes the procedures for Communications. (appendix recommended.) (Also see Annex B of LEOP).
7. \_\_\_\_\_ Includes the general procedures for Emergency Public Information. (Also see Annex C of LEOP).
8. \_\_\_\_\_ Includes the procedures for initiating Evacuation. (Also see Annex J of LEOP).
9. \_\_\_\_\_ Identifies the general procedures for activating or requesting Mass Care. (Also see Annex L of LEOP).
10. \_\_\_\_\_ Includes the Health and Medical procedures. (Also see Annex M of LEOP).
11. \_\_\_\_\_ Describes Resource Management procedures (i.e., PODs, etc.). (appendix recommended) (Also see Annex G of LEOP).
12. \_\_\_\_\_ References any local or regional plans or protocols, mutual aid agreements, MOUs or other agreements related to the jurisdictions efforts to respond to and recover from a catastrophic event.

13. \_\_\_\_\_ Lists and provides contact numbers, or references where this list is located, for private, local, state, or federal specialized assets that can assist the jurisdiction during a catastrophic event (appendix recommended). (Also see Annexes in LEOP.)
14. \_\_\_\_\_ Identifies specialized local, state, and federal resources available to assist in a catastrophic event, including how to request these resources (appendix recommended).

## TAB A

### GLOSSARY OF STANDARD TERMS AND ACRONYMS

Access and  
Functional  
Needs:

Those actions, services, accommodations, and programmatic, architectural, and communication modifications that a covered entity must undertake or provide to afford individuals with disabilities a full and equal opportunity to use and enjoy programs, services, activities, goods, facilities, privileges, advantages, and accommodations in the most integrated setting, in light of the exigent circumstances of the emergency and the legal obligation to undertake advance planning and prepare to meet the disability-related needs of individuals who have disabilities as defined by the ADA Amendments Act of 2008, P.L. 110-325, and those associated with them.

ARES: Amateur Radio Emergency Services

EAS: Emergency Alert System (formerly known as the Emergency Broadcast System set up by the federal government in order for emergency messages to be broadcast via radio and television stations.

EOC: The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility.

EOP/LEOP: Emergency Operations Plan/Local Emergency Operations Plan. The EOP is developed by the local political authority for responding to a wide variety of potential hazards.

FEMA: Federal Emergency Management Agency

FNSS: Functional Needs Support Services

IC: Incident Command

ICS: Incident Command System

JIC: Joint Information Center

JOC: Joint Operations Center

LEPC: Local Emergency Planning Committee

LPHA: Local Public Health Agency

<u>MARS:</u>	Military Affiliate Radio System
<u>MOU:</u>	Memorandum of Understanding
<u>MULES:</u>	Missouri Uniform Law Enforcement System. A hard wire land line computer system where information, such as weather, road conditions, hazardous materials incidents, and train derailments can be transmitted to all receiving points (about 250 in the state). This system has the capability to communicate with all 50 states.
<u>NAWAS:</u>	National Warning System. A land line network for transmitting and receiving emergency information to federal, state, and local agencies that have NAWAS drops (phones). It was designed specifically for warning in the event of a national emergency; now it is used in transmitting and receiving other emergency information, such as severe weather.
<u>NIC:</u>	NIMS Integration Center
<u>NIMS:</u>	National Incident Management System
<u>NRF:</u>	National Response Framework
<u>P &amp; S Chart:</u>	Primary and Supporting Role Chart
<u>PIO:</u>	Public Information Officer
<u>RACES:</u>	Radio Amateur Civil Emergency Services
<u>SARA:</u>	Superfund Amendment Reauthorization Act (Title III). Reauthorization of the Superfund Act of 1980 which includes requirements for emergency planning.
<u>SEMA:</u>	State Emergency Management Agency
<u>SEOP:</u>	State Emergency Operations Plan
<u>SNS:</u>	Strategic National Stockpile
<u>SOG:</u>	Standard Operating Guide. A ready and continuous reference to those guides which are unique to a situation and which are suggestions for accomplishing specialized functions.
<u>SOP:</u>	Standard Operating Procedure. A ready and continuous reference to those approved procedures which are unique to a situation and which are

required by the proper authority to be accomplished when performing a specific task.

UC: Unified Command

## TAB B

### NIMS GLOSSARY OF STANDARD TERMS AND ACRONYMS

In an effort to standardize terminology, NIMS has developed a list of definitions and acronyms that should be incorporated into existing EOPs. Review the definitions and acronyms below and replace language in your existing plan with the NIMS verbiage. Be mindful that your plan may contain terms that are the same but have a different definition, or the definitions may be the same and the term is different. The same may be true for acronyms. Your EOP may currently have acronyms with different meanings from those in the NIMS. Compare the acronyms in your EOP document and replace any that are the same but have a different meaning from the NIMS acronyms. The overall purpose is to be consistent with the NIMS whenever possible. A NIMS compliant EOP will include all the definitions and acronyms below. Additional definitions and acronyms that are site specific should also be included and modified as described above. The NIMS compliant EOP will not only ensure these changes are made in the glossary section but also institutionalized throughout the EOP.

**Agency:** A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assessing or cooperating (providing resources or other assistance).

**Agency Representative:** A person assigned by a primary, assisting, or cooperating Federal, State, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

**Area Command (Unified Area Command):** An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

**Assessment:** The evaluation and interpretation of measurements and other information to provide a basis of decision-making.

**Assignments:** Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the IAP.

**Assistant:** Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

**Assisting Agency:** An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See also Supporting Agency.

**Available Resources:** Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

**Branch:** The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

**Chain of Command:** A series of command, control, executive, or management positions in hierarchical order of authority.

**Check-In:** The process through which resources first report to an incident. Check-in locations include the incident command post, Resources Unit, incident base, camps, staging areas, or directly on the site.

**Chief:** The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

**Command:** The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Command Staff:** In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

**Common Operating Picture:** A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

**Communications Unit:** An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

**Cooperating Agency:** An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

**Coordinate:** To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

**Deputy:** A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Dispatch:** The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

**Division:** The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the ICS organization between the branch and resources in the Operations Section.

**Emergency:** Absent a Presidentially declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Operations Centers (EOCs):** The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or some combination thereof.

**Emergency Operations Plan:** The “steady-state” plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

**Emergency Public Information:** Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.



**Emergency Response Provider:** Includes Federal, State, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

**Evacuation:** Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

**Event:** A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

**Function:** Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used when describing the activity involved, e.g., the planning function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.

**General Staff:** A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

**Group:** Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section. (See Division.)

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Incident:** An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan (IAP):** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Command Post (ICP):** The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with

the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private to organize field-level incident management operations.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Management Team (IMT):** The IC and appropriate Command and General Staff personnel assigned to an incident.

**Incident Objectives:** Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

**Initial Action:** The actions taken by those responders first to arrive at an incident site.

**Initial Response:** Resources initially committed to an incident.

**Intelligence Officer:** The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

**Joint Information System (JIS):** Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

**Liaison:** A form of communication for establishing and maintaining mutual understanding and cooperation.

**Liaison Officer:** A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

**Local Government:** A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Logistics:** Providing resources and other services to support incident management.

**Logistics Section:** The section responsible for providing facilities, services, and material support for the incident.

**Major Disaster:** As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Management by Objective:** A management approach that involves a four-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and documenting results to measure performance and facilitate corrective action.

**Mitigation:** The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

**Mobilization:** The process and procedures used by all organizations (Federal, State, local, and tribal) for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

**Multi-agency Coordination Entity:** A multi-agency coordination entity functions within a broader Multi-agency Coordination System. It may establish the priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.

**Multi-agency Coordination Systems:** Multi-agency Coordination Systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of Multi-agency Coordination Systems include facilities, equipment, emergency operation centers (EOCs), specific multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

**Multi-jurisdictional Incident:** An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

**Mutual-Aid Agreement:** Written agreement between agencies and/or jurisdictions that they will assist one another or request, by furnishing personnel, equipment, and/or expertise in a specified manner.

**National:** Of a nationwide character, including the Federal, State, local, and tribal aspects of governance and polity.

**National Disaster Medical System:** A cooperative, asset-sharing partnership between the U.S. Department of Health and Human Services, the U.S. Department of Veterans Affairs, the U.S. Department of Homeland Security, and the U.S. Department of Defense. NDMS provides resources for meeting the continuity of care and mental health services requirements of the Emergency Support Function 8 in the Federal Response Plan.

**National Incident Management System:** A system mandated by HSPD-5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; Multi-agency Coordination Systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

**National Response Framework:** A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

**Nongovernmental Organization:** An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operations periods can be of various lengths, although usually not over 24 hours.

**Operations Section:** The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

**Personnel Accountability:** The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.

**Planning Meeting:** A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the Incident Action Plan (IAP).

**Planning Section:** Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Preparedness:** The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

**Preparedness Organizations:** The groups and fora that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

**Prevention:** Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector:** Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO).

**Processes:** Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

**Public Information Officer:** A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

**Publications Management:** The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

**Qualifications and Certification:** The subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

**Reception Area:** This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAPs, supplies and equipment, feeding, and bed down.

**Recovery:** The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private sector, non-governmental and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Recovery Plan:** A plan developed by a State, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

**Resources:** Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Resource Management:** Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special Federal, State, local, and tribal teams; and resource mobilization protocols.

**Resources Unit:** Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident and anticipated resource needs.

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet the basic human needs.

Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

**Safety Officer:** A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

**Section:** The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.

**Span of Control:** The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under the NIMS, an appropriate span of control is between 1:3 and 1:7.)

**Staging Area:** Location established where resources can be place while awaiting a tactical assignment. The Operations Section manages Staging Areas.

**State:** When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Strategic:** Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

**Strike Team:** A set number of resources of the same kind and type that have an established minimum number of personnel.



**Strategy:** The general direction selected to accomplish incident objectives set by the IC.

**Supporting Technologies:** Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

**Task Force:** Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

**Technical Assistance:** Support provided to State, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

**Terrorism:** Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Threat:** An indication of possible violence, harm, or danger.

**Tools:** Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

**Tribal:** Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Type:** A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualification.

**Unified Area Command:** A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional. (See Area Command)

**Unified Command:** An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross-political jurisdictions. Agencies work together through the designated members of the Unified Command often the senior person from agencies and/or disciplines participating in the Unified Command, to establish a common set of objectives and strategies and a single IAP.

**Unit:** The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

**Unity of Command:** The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

**Volunteer:** For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g. 16 U.S.C. 742f(c) and 29 CFR 553.101.

## **Acronyms**

<b>ALS</b>	Advance Life Support
<b>DOC</b>	Department Operations Center
<b>EMAC</b>	Emergency Management Assistance Compact
<b>EOC</b>	Emergency Operations Center
<b>EOP</b>	Emergency Operations Plan
<b>FOG</b>	Field Operations Guide
<b>GIS</b>	Geographic Information System
<b>HAZMAT</b>	Hazardous Material
<b>HSPD-5</b>	Homeland Security Presidential Directive-5
<b>IAP</b>	Incident Action Plan
<b>IC</b>	Incident Command
<b>ICP</b>	Incident Command Post
<b>ICS</b>	Incident Command System
<b>IC or UC</b>	Incident Command or Unified Command
<b>IMT</b>	Incident Management Team
<b>JIS</b>	Joint Information System
<b>JIC</b>	Joint Information Center
<b>LNO</b>	Liaison Officer
<b>NDMS</b>	National Disaster Medical System
<b>NGO</b>	Nongovernmental Organization
<b>NIMS</b>	National Incident Management System
<b>NRF</b>	National Response Framework

<b>POLREP</b>	Pollution Report
<b>PIO</b>	Public Information Officer
<b>PVO</b>	Private Voluntary Organizations
<b>R&amp;D</b>	Research and Development
<b>RESTAT</b>	Resources Status
<b>ROSS</b>	Resource Ordering and Status System
<b>SDO</b>	Standards Development Organizations
<b>SITREP</b>	Situation Report
<b>SO</b>	Safety Officer
<b>SOP</b>	Standard Operating Procedure
<b>UC</b>	Unified Command
<b>US&amp;R</b>	Urban Search and Rescue

## TAB C

### Attorney General's Opinion



ATTORNEY GENERAL OF MISSOURI

WILLIAM L. WEBSTER  
ATTORNEY GENERAL

JEFFERSON CITY  
65102

P.O. Box 899  
(314) 751-3321

September 13, 1989

Mr. John A. Tandy  
All-Hazards Planner  
Emergency Management Agency  
P.O. Box 116  
Jefferson City, Missouri 65102

Dear Mr. Tandy:

I have reviewed the questions you sent to me in your letter dated July 21, 1989 and have done some research with the limited resources available in this area. I believe that I can now offer my informal opinions on the issues you raise, with the qualification that there is very little statutory or case law offering definitive answers to these questions.

Your first question is whether a continuity of government plan is binding and effective even if not set forth in a local ordinance or state statute. My answer would be "no", the plan, to be truly effective and enforceable, must be law to have the force of law. Without actually being set out in an ordinance or statute, there is simply no assurance that the plan will be binding upon the public officials or the citizens.

Your second question deals with the replacement of members of the Missouri Legislature during an emergency. Missouri law provides only one means of replacing members of the General Assembly. Under §21.090, et seq., vacancies can be filled only by an election called by the governor upon notice that a vacancy has occurred. Chapter 44 does not give the governor any emergency authority to fill vacancies. Thus, there is no statutory authority to fill vacancies. I will point out, however, that Article IV, Section 4 of the Missouri Constitution does give the governor the constitutional authority to fill any vacancy in any public office. But statutory authority would be needed to execute that authority.

Your third and fourth questions deal with how changes should be made to make the continuity of government plan more effective. As I have already indicated, I believe that Missouri's statutes are the primary source of day to day authority and changes in our statutes are needed and would be most effective.

In some instances, certain delegations of authority may require a constitutional amendment as well.

Question five deals with existing laws that provide immunity to certain officials or professionals acting in emergency situations. We do have a "good samaritan law" that protects health professionals who provide services in emergency situations. §537.037, RSMo. Section 563.051, RSMo., provides some limited authority to private persons who act under the direction of a law enforcement officer. Other than these provisions, I know of no other statutes providing immunity to public officials. Most of the immunities available are common law immunities created by the courts, such as "official immunity" given to public officials for performing discretionary duties.

Your sixth question is whether SEMA can utilize the resources available from Legislative Research. The legal answer is "yes" you can, but they are the ones to ask if you may utilize their services. There is no statutory prohibition.

Question seven also sets out a practical, rather than legal, problem. Our office, and I in particular, will be happy to assist your office in drafting proposed legislation to remedy any deficiencies in existing statutes. As you have already learned, the practical problem is simply having enough time to provide you with sufficient assistance. But I will be happy to provide whatever assistance I can.

Your eighth question is "who succeeds the lieutenant governor?" As you point out, there is no statute or constitutional provision providing for the replacement of the lieutenant governor. It is, therefore, my opinion that that office would remain vacant until the next general election.

Question 9 and 10 present a difficult question to resolve: can government operations be located other than in Jefferson City in times of emergency or potential emergencies? As I have previously explained, Article III, Section 39(8) forbids the removal of the "seat of government" from Jefferson City. Since that provision is directed at the General Assembly, I believe it clearly means that the Legislature cannot convene elsewhere. But I do not believe it would necessarily prohibit the performance of government operations or locating portions of state government elsewhere. I do believe this is an area, however, where enacting legislation is particularly important.

Question 11 deals with the governor's authority to use the State Military Reserve Force in situations in which the Missouri National Guard are unavailable or already committed to some other purpose. Under Chapter 41 generally, and §§41.490 and 41.500 in particular, they can be utilized to the same extent as the National Guard.

Mr. John A. Tandy  
September 13, 1989  
Page 3

Question 12 deals with the right of local government to move their "seat of operations" in times of emergency. Article III, Section 40(19) forbids the general assembly from changing the county seat; Article III, Section 6 forbids local governments from removing or changing the county seat except by a two-thirds vote of the county residents. I suspect, however, that ordinances could be enacted allowing for certain government operations to be relocated in times of emergency, just as the state could do.

In question 13 you ask if the successors to governmental offices enjoy the same authority as their predecessors. The answer to this question is "yes". Absent a specific statutory limitation, these new office holders enjoy the same authority as those who preceded them in office.

Your final question asks for an interpretation of Attorney General Opinion No. 1967-375 and presents a difficult question in which a definitive answer may be elusive. In that opinion, this office stated that the county is not responsible for the areas within any political subdivision located in that county (i.e., a city, town or village) because that political subdivision is responsible for having its own local organization for disaster planning. Your question is whether a county is nevertheless responsible for areas within a political subdivision that purposefully has no local organization. My opinion is that the county may include that area in its plan, but is under no obligation to do so.

I hope this letter will be of some assistance to you. If I can provide any more assistance, please feel free to contact me.

Sincerely,

WILLIAM L. WEBSTER  
Attorney General



THEODORE A. BRUCE  
Assistant Attorney General

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## **TAB D**

### **Local Emergency Operations Plan Functional Annex and ESF Crosswalk**

<b><u>Functional Annex</u></b>	<b><u>Emergency Support Function (ESF)</u></b>
A – Direction & Control	#5 – Emergency Management
B – Communications & Warning	#2 – Communications
C – Emergency Public Information	#15 – External Affairs
D – Damage Assessment	#5 – Emergency Management #14 – Long-Term Community Recovery
E – Law Enforcement	#13 – Public Safety and Security
F – Fire & Rescue	#4 – Firefighting #9 – Search and Rescue
G – Resource & Supply	#7 – Resource Support
H – Hazardous Materials	#10 – Oil and Hazardous Materials Response #12 – Energy
I – Public Works	#1 – Transportation #3 – Public Works and Engineering #12 – Energy
J – Evacuation	N/A – no corresponding ESF
K – In-place Shelter	N/A- no corresponding ESF
L – Reception & Care	#6 – Mass Care, Emergency Assistance, Housing and Human Services #11 – Agriculture and Natural Resources
M – Health & Medical	#8 – Public Health and Medical Services
N – Terrorism	#5 – Emergency Management #10 – Oil and Hazardous Materials Response #13 – Public Safety and Security
O – Catastrophic Event (Earthquake)	All ESFs